R E P O R T R E S U M E S

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METROPOLITAN SHARING, A SURVEY OF PRESENT PRACTICES AND ATTITUDES IN THE SCHOOLS OF THE NIAGARA FRONTIER. A REPORT FROM PROJECT INNOVATION.

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PROJECT INNOVATION SURVEYED THE RANGE OF INTERDISTRICT COOPERATION AMONG THE SCHOOLS OF THE NIAGARA FRONTIER OF NEW YORK STATE. IT WAS FOUND THAT THERE WAS EXTENSIVE SHARING OF SERVICES IN METROPOLITAN AREAS TO REDUCE COSTS, TO COMPLY WITH LEGAL REQUIREMENTS, AND TO PROVIDE QUALITY EDUCATION TO STUDENTS WITH SPECIAL NEEDS. INTERVIEWS WITH LOCAL SCHOOL ADMINISTRATORS IN 34 DISTRICTS, BOARD OF EDUCATION PRESIDENTS, TEACHERS ASSOCIATION PRESIDENTS, AND OTHER SCHOOL LEADERS SHOWED THAT MOST RESPONDENTS FAVORED THE ADVANTAGES OF SHARING. THERE WAS A GENERAL RELUCTANCE, HOWEVER, TO SHARE METROPOLITAN PROGRAMS AIMED AT REDUCING ECONOMIC, RACIAL, AND SOCIAL CLASS INEQUALITIES IN EDUCATIONAL OPPORTUNITIES. SCHOOL OFFICIALS APPEARED TO FAVOR THE BROADEST DEFINITION OF SHARING WITHIN THE CONTEXT OF EFFICIENCY AND ECONOMY FOR THEIR DISTRICTS. (NH)

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A REPORT

FROM PROJECT INNOVATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Metropolitan Sharing

UD 006 416

a survey of present practices and attitudes
in the schools of the Niagara Frontier

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Project Innovation is a Regional Supplementary Educational Center, funded under Title III, ESEA. It works to promote innovative educational practices in the schools of western New York.

ROBERT LAMITIE, *director*
JACK HANSSEL, *assistant director*
FRANK MESIAH, *manpower development coordinator*
RICHARD EGELSTON, *evaluation specialist*
PHILIP SHEEHAN, *writer-editor*
JAYNE PICKARD
MARTI ERNST
KAY ROESKE

INTRODUCTION

Metropolitan areas, a fact of life in twentieth-century America, seldom coincide with the local government boundaries and structures established in the eighteenth and nineteenth centuries. Metropolitan problems, therefore, often extend beyond the geographical limits and functional capabilities of any one local government's jurisdiction. To cope with these problems, local governments have had to adjust or revise their operations in many ways.

In dealing with metropolitan problems, local governments have learned how their functions can be improved through economies of scale and coordination of services — in short, through metropolitan sharing. Improvements include creating new special purpose districts, such as sewer and water districts; setting up contractual or informal cooperative arrangements; and transferring functions from smaller to larger agencies, as from towns and cities to counties.

On the assumption that these improvements in governmental operations apply as well to school districts as to other local governments. Project Innovation made a study of the 38 school districts in Erie and Niagara Counties. The results of that study are reported in the following pages.

The study showed that cooperation among school districts is extensive, and that it is accomplished through a number of informal as well as formal channels. As we expected, the greatest amount of cooperation presently in the two counties is through Boards of Cooperative Educational Services, under the 1948 law permitting boards of education to join together to provide shared services and offering state aid in their support. That this is true, even though Buffalo and

Niagara Falls cannot legally join a coop board and Niagara County has not yet established one, clearly illustrates the importance of structural changes in bringing about regional programs. It was surprising, however, to see the great amount of sharing and cooperation among school districts in ways not requiring structural changes and not contemplated in the cooperative board law. Buffalo, for example, has contracts with 35 other school districts for providing services to pupils who reside in those districts.

Thus our belief that we would find much sharing among school districts in the metropolitan area was abundantly confirmed. The sharing is in services where economies can be achieved from cooperation; in services required by law; and in provision of quality education to pupils with special educational needs.

Unfortunately, very little cooperation among school districts was found in coping with one of the major metropolitan problems: inequality of educational opportunity. Because of this, special attention is given in our report to the opinions and attitudes of school leaders with respect to equal opportunity.

The opinion survey found wide approval for sharing of services and activities to reduce costs; to accomodate pupils in vocational programs; and to improve the educational opportunities of children with physical, mental, or emotional handicaps. It found little support, however, for metropolitan programs to reduce inequalities of opportunity for children whose handicaps are due to poverty, deprivation, neglect, or prejudice, or to the inadequate financial strength of their school districts.

This is a tragic anomaly. Cooperative programs are common, are widely accepted, are growing, and are highly regarded both in principle and in practice. Such programs are carried out by school districts through the same general methods used by other local governments: informal cooperation; contractual agreements; and, among suburban districts, Boards of Cooperative Educational Services, which are new "districts" providing special services to larger geographic areas. But the problems of educational inequality are also metropolitan

problems. Their solutions, which might involve financial provisions to overcome differences in wealth, or integration based on race or social class, receive little support from those interviewed. We hope that readers of this pamphlet will give serious consideration to this situation.

The cooperation of the chief school officers, board of education presidents, and faculty organization presidents who consented to be interviewed is gratefully acknowledged, as is the work of the students and faculty members from the Department of Administration at the State University of New York at Buffalo who carried out the study.

Project Innovation plans further studies in regard to metropolitan educational problems and alternative approaches to their solution. We hope that, by providing facts about the whole range of possible actions available to the Niagara Frontier and competent estimates of the costs and results of those actions, we may be of assistance to the citizens and leaders of the area as they seek ways of providing for all our children the best possible education at the lowest possible cost.

Robert E Lamitè

Director

Project Innovation

HOW THE SURVEY WAS MADE

Prior to the summer of 1967, the Board of Directors of Project Innovation proposed a study of metropolitan sharing in the schools of the Niagara Frontier. Project Innovation then contracted for such a study with the Educational Administration Department of the State University of New York at Buffalo. A survey subsequently was conducted by the Phase I class in Educational Administration.

Metropolitan sharing, it appeared to the board, was worthy of study because it promised substantial benefits to local school systems in two areas: increased economy and efficency of operation; and increased equality of educational opportunity.

For purposes of the study, metropolitan sharing was defined as any sharing of services among school districts in the two-county standard metropolitan statistical area. Under this definition, a case of sharing services did not have to involve a city and its suburbs or the entire area in order to be included.

The survey conducted by the Phase I class focussed on two points: the nature and extent of current sharing in area schools; and the attitudes and opinions of local school leaders toward present and future sharing. This present report is a summary of the more important findings of that survey.

The survey involved a series of personal interviews with key education officials in Erie and Niagara Counties. These included chief school officers, presidents of boards of education, and presidents of teachers' associations.

Data on current sharing came primarily from interviews with the chief school officers of public school districts. Other public school officials, and officials of private schools, were relied on primarily to furnish information for the attitude section of the report.

The interviews were conducted on the basis of seven questions. The first four questions asked directly for facts:

> What is shared?
>
> How is it shared?
>
> What sharing is planned for the future?
>
> How will it be done?

The last three were opinion and reaction questions:

> What is your feeling toward sharing of educational services and facilities?
>
> There has been much talk about inequality of educational opportunity. How do you assess the situation?
>
> Do you have any suggestions as to how this problem of inequality of educational opportunity might be remedied?

It should be noted that these questions were not posed in advance: school officials had no time to prepare answers, or to consider them at length. The opinions reflected in the survey, then, cannot include suggestions, opinions, or outlooks that might have developed over a longer period of study by the persons answering the questions.

CURRENT SHARING POLICIES

The sharing of services and facilities is already an established fact in Erie and Niagara County schools. Every school district studied was involved in some kind of sharing; well over 500 contracts for sharing were reported.[1]

The 500 figure is undoubtedly low, for two reasons: the nature of the survey precluded an exhaustive catalogue of present sharing — further investigation would certainly have revealed additional contracts which were simply overlooked at the time of the interview; and the information includes reports from only 34 of the 38 chief school officers in the region. The other 4 were not available for interview at the time of the survey.

For purposes of this study, 50 different services and facilities were recognized as appropriate for sharing among school districts. These are listed in Table 1, along with the number of school districts reporting sharing them in any way.

Among the school districts outside the cities of Buffalo and Niagara Falls, the range in number of sharing agreements reported varied widely, from a low of 4 to a high of 37. None of the factors measured in the survey — size, relative financial strength, or distance from the city — appeared to correlate in any way with the incidence of sharing. .

Because most school districts in Niagara County are not members of a Board of Cooperative Educational Services (BOCES), significantly more sharing of services takes place in Erie County.

In each category of sharing, except one, the majority of the contracts were through BOCES. This, of course, was expected since the purpose of BOCES is to carry out such sharing. The exception, most of which was through the Western New York School Study Council (WNYSSC), was inservice training for non-instructional personnel: custodians, cafeteria workers, etc.

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[1] For the purposes of this report, the word "contract" is being used to denote any agreement between two or more school districts formally to share services or facilities.

Table 1

Services and Facilities Shared
and
Number of Districts who Reported Sharing Each
34 Erie and Niagara County Districts
1967

CURRICULUM	
A-V Media Center	22
Adult Education	7
Agriculture	6
Curriculum Development	12
Educational Television	14
Home Economics	2
Industrial Arts	6
Research	13
Special Area Consultants	10
Special Education	24
Unit Resource Center	8
Vocational	24
Building Trades	11
Service Trades	11
Technical Trades	13
INSTRUCTIONAL INSERVICE TRAINING	
Arithmetic	8
Cultural	8
Extension Courses	8
Language Arts	7
Science	7
Social Studies	6
NON-INSTRUCTIONAL INSERVICE TRAINING	
Cafeteria	22
Clerical	21
Custodial	25
Transportation	13
STAFFING	
Guidance	7
Recruitment	5
Remedial Personnel	7
Substitute Personnel	5
Teacher Aides	1*
Teacher Exchange	1*
SUPPORTIVE	
Book Processing	11
Business Advisory Service	5
Central Business Office	2
Central Purchasing	12
Data Processing	21
Auditing	9
Payroll	19
Pupil Accounting	18
Report Cards	17
Scheduling	16
Health	13
Library	15
Negotiating Council	2
Planning Council	2
Plant and Site Development	3
Psychiatric Clinic	8
Psychological	18
Project Writing	3
Transportation	12

*Shares with a district not included in the interviews.

Of the 38 districts in the two-county region:

26 share through BOCES

34 share through WNYSSC

23 share through other contracts[2]

In keeping with state law, the BOCES sharing is among suburban districts; Buffalo is not a member. Buffalo does provide educational programs to vocational and handicapped pupils from 35 districts. Such services are contracted on a cost basis. BOCES members receive substantial state reimbursement; other districts receive none.

Of the contract reports:

60 percent were through BOCES

25 percent were through WNYSSC

15 percent were through other contracts between school districts.

The inescapable conclusion from this part of the survey is that a great deal of sharing now is going on in Niagara Frontier schools. The extent of the sharing probably is greater than many citizens and perhaps even some school officials recognize.

Sharing of services among school districts on the Niagara Frontier is widely accepted and practiced. It is growing. Its advantages are widely recognized. It makes an important contribution to the economy, the efficiency, and the effectiveness of the public schools of the area. It provides substantial improvements in the educational opportunities available to thousands of students — most of whom are in special or vocational programs — educated on contracts among school districts.

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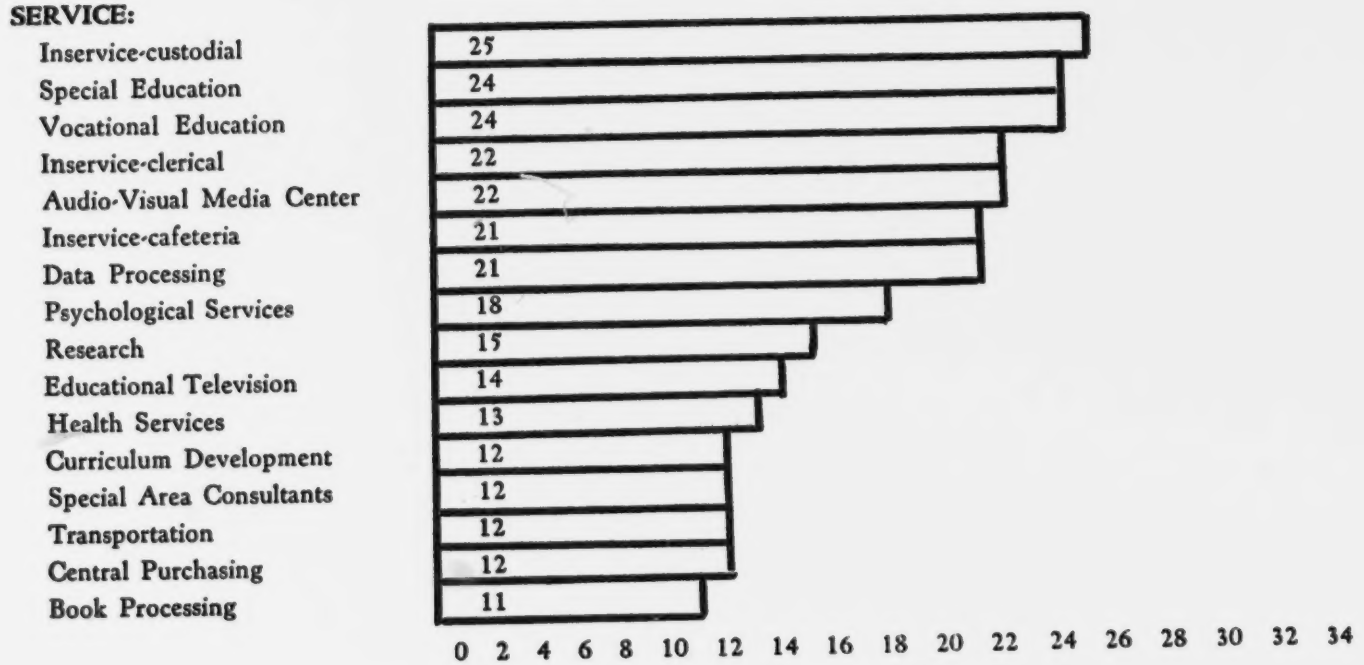
[2] By state law, school districts must provide health services to children who reside in their districts and attend school elsewhere. They must also provide transportation to pupils who attend private or parochial schools within 10 miles of their homes, and may provide such transportation over greater distances at local option. Health services are provided by contracts whereby the district of residence pays the district of attendance for the provision of such services. For example, about 3,000 students from suburban school districts attend Catholic high schools in Buffalo; the Buffalo schools bill their home districts for the cost of health services and the local districts provide transportation in a variety of ways, including cooperative arrangements. Such contracts as those for health services, which are required by law rather than being voluntary, although they number in the hundreds, were not included in this study, which was concerned only with voluntary contracts

Table 2

NUMBER OF SCHOOL DISTRICTS INVOLVED IN EACH OF 16 MOST-COMMONLY-SHARED SERVICES (RESPONSES OF 34 OF THE 38 DISTRICTS)



ATTITUDES OF LOCAL SCHOOL LEADERS

In addition to officials of 34 public school districts, the original survey involved headmasters of private schools, district superintendents, and superintendents of parochial school systems. Views of these officials are summarized briefly in an appendix. The main concern of this report will be the leaders of public school education.

Public school leaders interviewed include the 34 chief school officers already mentioned, 21 (of 38) presidents of boards of education, and 24 (of 38) presidents of teachers' associations. Most of these not interviewed were unavailabe at the time the survey was made; very few refused to be interviewed. (See table 3).

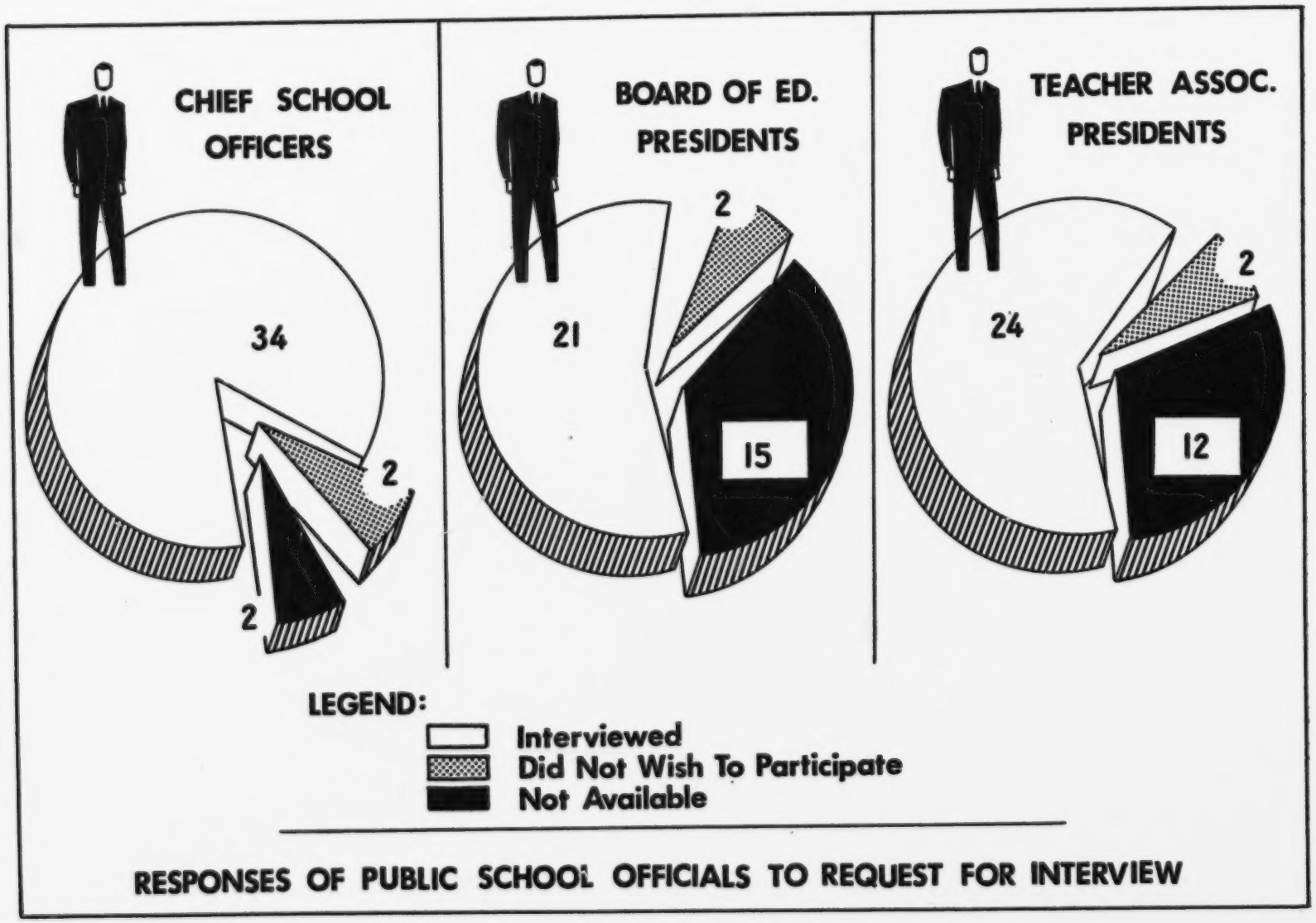
CHIEF SCHOOL OFFICERS

Attitudes Toward Sharing

All the Chief School Officers (CSO) say they are now actually sharing some services. All agreed that sharing has important benefits. "Practical," "efficient," "economical" were the key words used. BOCES was frequently cited as a best vehicle for sharing. It was clear, however, that much of the thinking was in terms of sharing among suburban districts rather than sharing with the central cities.

Five of the CSO favored measures to extend sharing on a metropolitan basis, with no expressed limitations. (Four of them specifically suggested increased sharing with the core city, but acknowledged the probability of opposition within their own communities). Sixteen more offered no definite viewpoint on educational sharing with the city, though asked specifically about it. The 13 others indicated that, for the time being, any direct sharing with the core city was out of the question. Several of these, though not asked to do so, specifically referred to the bussing of pupils out of the city, though asked specifically about it. The other 13 rejected any direct sharing with the core city, particularly bussing pupils out of the city. However, 11 of the 13 had pupils from their own districts educated in Buffalo. Clearly, their thinking was based on educating Buffalo pupils in suburban schools rather than vice versa.

Individual suggestions from the Chief School Officers ranged from additional sharing with everyone to no additional sharing; that



RESPONSES OF PUBLIC SCHOOL OFFICIALS TO REQUEST FOR INTERVIEW

included one suggestion to share only with districts of similar socio-economic composition. Part of the reluctance to share with the city of Buffalo was explained by three CSO, who cited Buffalo's unwillingness in the past to share vocational services with the suburbs when asked to do so. Now, they argued, the city could "go it alone" too. The reluctance also was attributed to the present climate of public opinion which, as seen by the administrators, is extremely sensitive about city-suburban sharing of any kind.

Several specific suggestions were made by the CSO as ways of extending cooperative programs. These ranged from expanded educational television, outdoor camps, and special and vocational education cooperation with Buffalo, to comprehensive high schools, with centers for academic and vocational studies and extensive pupil personnel services.

The CSO cited, among them, 5 basic advantages of educational sharing:

- a larger number and higher quality of educational services becomes available;
- business and other non-instructional services can be provided more economically;
- more and better inservice programs for teachers can be offered;
- more cultural programs and activities can be developed;
- improved communications and relationships will develop between staff members of various school districts.

Some CSO expressed concern for possible loss of local autonomy in programs of sharing.

Assessment of Educational Inequality[3]

Asked specifically for their assessment of inequality of educational opportunity, two of the CSO answered that they believed no

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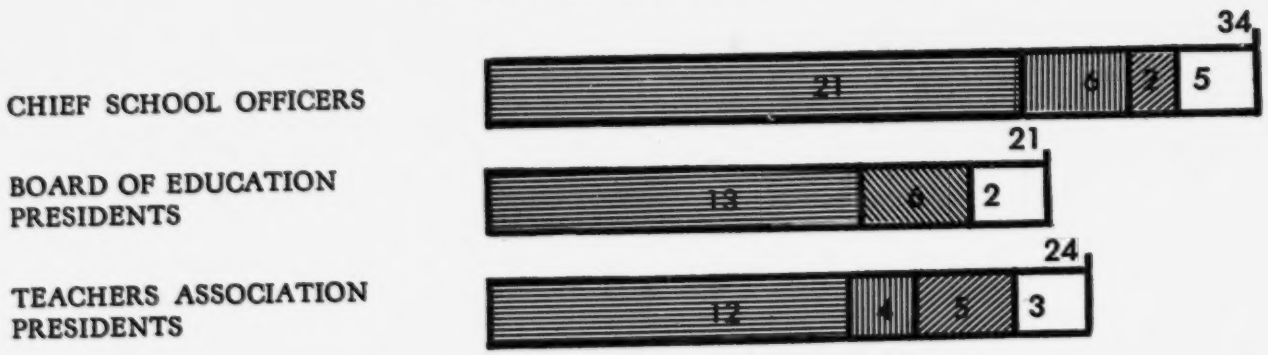
[3] In 1965-66, the last year for which information was available at the time of the survey, per-pupil expenditures in the two counties ranged from $550 or under in Buffalo and seven suburban districts, to $765 or more in two districts adjoining Buffalo. The difference by which the highest expenditure exceeded the lowest was 56%.

Table 4

PUBLIC SCHOOL OFFICIALS OPINIONS ON EQUALITY OF EDUCATIONAL OPPORTUNITY



KEY:

Problem Exists-specific cause named	
Problem Exists-no cause named	
Problem Locally Only	
No Problem	
No Comment	

Specific Problems	CSO	Bd/Ed.	T.A.P.
Financing Problems	9	5	9
Social Class Factors	7	6	0
Racial Segregation	3	0	1
Other	2	2	2

such problem exists; five others declined comment on the question. The remaining 27 acknowledge it as a fact. Commenting on the problem as it applies to the immediate metropolitan area, 19 blamed it on financial troubles or socio-economic factors in the city structure. (See table 4).

The basic financial trouble, of course, is lack of money; the amount of money available directly influences the level at which the schools can provide education. Socio-economic factors cited referred to social class differences which tend to handicap children from the lower of these classes. Other problems mentioned specifically were racial segregation and the tracking system.

Summary of Chief School Officers' Opinions

It seems that CSO, as a group, are highly sensitive to possible community opposition to any extensive program of sharing with the central cities. Hardly any seemed to be opposed to BOCES cooperative programs; most favored their expansion. This form of sharing is well received, and its benefits are clear. The benefits are better programs in such fields as vocational and special education, and greater efficiency and economy.

The kind of sharing that appears to have little support is aimed, not at efficiency, but at reducing inequalities of educational opportunity. This kind of sharing is seen as resulting in loss of local autonomy.

Furthermore, the idea of "sharing" carried with it, by the end of 1967, strong overtones of racial integration, and of increased taxes to provide financial aid to hard-pressed districts, especially central cities.[4] It seems probable that at least some of the opposition to sharing, or reticence about it, is predicated on these aspects.

All this is not to say that the CSO as a group are prejudiced. Quite the contrary. However, they are men in public office aware of

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[4] The questions did not specifically refer to these, but it was apparent that some thought of them immediately.

and subject to local public opinion. They are bound, as part of their job, to understand and respond to the demands of the public, even when they believe public sentiment is directed to an unfortunate goal. Furthermore, their own positions are dependent upon providing what the community wants in its educational system. A basic problem, then, is lack of public acceptance of the measures which these professional educators recognize as essential to a quality education for all students.

PRESIDENTS OF BOARDS OF EDUCATION

Attitudes Toward Sharing

All 21 board presidents interviewed favored some kind of sharing of educational services and facilities, but not without limitations. Fourteen of them expressed open reservations, while only one expressed an interest in extensive county-wide sharing. The concept of sharing meant to some the possibility of combined school districts; possible tax losses to one or more of the combined districts prompted strong opposition.

Among them, the presidents cited nearly a dozen areas as appropriate for more extensive sharing in the future:

- pupil personnel services
- vocational education
- data processing
- educational television
- adult education
- continuing education
- classes for the handicapped
- inservice education
- cultural facilities
- aid in preparing requests for federal grants
- an association of board presidents

Assessment of Educational Inequality

Asked about the problems of inequality of educational opportunity, only two board presidents declined comment; the others all agreed the problem exists. Six of them however, saw the problem as a local issue only in their districts. All the rest recognized the problem as metropolitan in scope.

The board presidents saw here much the same kind of problem seen by CSO: not enough money, and social class differences working against the interests of lower class pupils. Also singled out for the blame were "school board policies of the central city," and the "corruption and inefficiency of the central city government."

Summary of Board Presidents' Opinions

Presidents of Boards of Education, as could be expected, generally were less aware than their chief school officers of the nature and extent of current sharing practices within the two-county area. Each was, however, keenly aware of particular problems within his own school district.

Some of them tended to see inequality as a single-district problem more than a metropolitan problem. Some suggestions for improving the situation applied more to individual district effort than to interdistrict effort: improvement of curriculum and facilities, addition of pupil personnel services, more efficient administration, higher teachers' salaries, and removal of tax ceilings.

Nonetheless, most board presidents recognize the problem of metropolitan inequality, although they share the opinion of chief school officers that solving the problem is largely the responsibility of individual school districts, helped perhaps by state and federal financial aid .

PRESIDENTS OF TEACHERS' ASSOCIATIONS

Attitudes Toward Sharing

All but one of the 24 teachers' association presidents favored sharing of educational services and facilities, though 15 of them did so with reservations. The presidents offered only two suggestions for cooperative educational programs: sharing teachers aides, and a comprehensive instructional media center.

Assessment of Educational Inequality

Asked about inequality of educational opportunity, 5 teachers' association presidents said it did not exist, and 3 refused to comment. All 16 of the remaining association presidents saw it as a metropolitan problem, and more than half of them blamed it on financing problems.

Association presidents offered 26 suggestions for easing inequality of educational opportunity. (It should be noted that 16 of those 26 came from two participants, the other 22 together offered only 10 suggestions).

The range and occasional irrelevance of the responses indicate a variety of opinion and an occasional failure or unwillingness to recognize the problem. The interviewers who conducted the original survey noted that "most of the presidents seem to have given little consideration to the specific remedies for the acknowledged social problem of inequality."

Summary of Association Presidents' Opinions

Teachers' organization presidents exhibited the widest range of response to the problem, from extremely liberal to extremely conservative. All favor some kind of sharing, though half of them suggested limitations on it or admitted they knew little about it.

Most presidents acknowledged some kind of inequality exists; half of them attributed it specifically to financial problems of the central city. Their suggestions for improving the problem again point out how this group sees the situation: most of them offered vague or irrelevant suggestions, or none.

It may be that, as individuals concerned with classroom rather than overall philosophy, the teachers' opinions were less thoroughly considered and less carefully worded than were the statements from the other two groups. Whether this or something else is the reason, it seems clear that problems of inequality of opportunity have had little attention from many teacher organization presidents.

OVERALL SUMMARY VIEWS ON INEQUALITY

Of the school leaders interviewed, most admitted that inequality of educational opportunity is a real, extant problem, and realize the problem affects more than just the central city area. Expressed or implicit in the comments of most of those recognizing the problem was the suggestion that money offered the basic solution.

Most of the schoolmen saw benefits in sharing with other school districts; these benefits were largely increased efficiency and economy of operation, and improvement of educational services. In other words, the leaders in the educational community understood that sharing offers significant advantages to them.

There was a general reluctance however, to support methods aimed at reducing inequalities based on differences in wealth, race or

Table 5

TEACHERS' ASSOCIATION PRESIDENTS' SUGGESTIONS FOR EASING INEQUALITY

4	No urban-suburban bussing
3	Bussing students from core city to suburbs
2	Teacher exchange program
2	Educational parks
2	Tax redistribution
2	Financial aid to core city from county, state, and federal agencies
1	More state control of educational programs
1	More cooperation among local school districts to develop awareness of existing regional problems
1	Community cooperation regarding "on the job" training for students
1	Better public relations between the school system and community
1	Fewer pupils per class
1	Federal funds to city schools for programs such as Head Start and work-study
1	Bussing children to an intermediate unit
1	Bussing from suburbs to core city to develop special talents when suburban district lacks such facilities
1	Freedom of teachers from clerical duties
1	Appointment of principals in accordance with racial dominance
1	Reflection of racial balance of the school in racial make-up of the faculty

social class. Cooperative programs with the central city, except in relatively peripheral areas such as centralized data processing, received very little support.

The group that conducted the original survey summed up its findings about school officials' attitudes this way:

> "Of the chief public school officers interviewed, fifty percent stated categorically that solutions to the problems of educational opportunity should be the responsibility of the local district and that other districts should not be involved. Sharing of services not requiring direct interaction or redistribution of local funds was favored. Such sharing might involve educational television, certain joint cultural programs, or sharing resource materials through a central facility. Board of education presidents reaffirmed opinions of chief public school officers. More often, however, they expressed concern over inequalities of educational opportunity within their own districts. Opinions of teacher association presidents did not conflict with the opinions of chief public school officers nor with those of board of education presidents. However, their opinions were less well developed than those of either of the other groups . . . ."

It is evident that school officials are not categorically opposed to sharing in its broadest definition: they favor sharing services and facilities, even personnel, in light of the efficiency and economy it affords their districts.

What opposition there is seems to center on the idea of sharing students, particularly where the students involved come from different social and economic classes. Much sharing of students goes on now, largely in the fields of special and vocational education; this kind of sharing, based on limited numbers of students with special needs, is widely supported.

APPENDIX

OPINIONS OF OTHER LOCAL SCHOOL LEADERS

District Superintendents

The three district superintendents interviewed favor the sharing of educational services and facilities. Two stated that this sharing must reflect the needs of individual school districts and should be arranged only for the sake of economy, efficiency, and effectiveness. All three recognize inequality of educational opportunity as a problem. They offer three possible solutions: one suggested the use of federal funds to lessen inequality in the core city; two suggested the expansion of BOCES to include the city. However, one suggesting this expansion offered a third alternative — school district reorganization.

Headmasters of Private Schools

The six headmasters of private schools favor sharing of educational services and facilities. Four of them stated a preference for sharing on a contractual basis, but only one thought it feasible to share with public schools. Another headmaster said that he would cooperate informally with other private schools. Headmasters favor the sharing of three services in particular: four suggested sharing of audio-visual facilities; four, the sharing of data processing services; one, the sharing of teachers in special subjects. Four agree that inequality of educational opportunity does exist, but contend that it exists only in public schools and is therefore not a direct concern of private school officials; two refused to comment.

Directors of Parochial School Systems

Both directors of parochial school systems favor sharing of educational services and facilities; but one cited the legal barriers to such sharing, except under federal projects. He also expressed a desire for the extension of shared services, possibly under BOCES, to provide in-service teacher training in special and vocational education. One suggested the appointment of a liaison officer between parochial and public school systems to coordinate federal poverty programs.

The two directors perceive inequality of educational opportunity differently. One recognizes inequality only within his own system, the other percieves it as a metropolitan problem and proposes as a solution the reduction of local autonomy in order to enable county legislation to adjust the tax base.

In summary, all three groups of educators favor some sort of sharing of educational services and facilities. The majority of these educators recognized inequality of educational opportunity as a metropolitan problem on the Niagara Frontier. Four suggested ways of attacking the problem were presented: (1) using federal funds, (2) expanding BOCES to include the city, (3) reorganizing school districts, and (4) reducing local autonomy.

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Members of the Phase I Class:

Robert G. Ames
Ruth T. Auer
Robert A. Binner
Dennis C. Brown
Thomas P. Carlin
Francis G. Cary
Thomas J. Clayback
William M. Cooper
Kenneth A. Cross
Louis R. Donato
Richard B. Glenzer
K. Paul Holmes
David L. Jones
Robert D. Jones
Russell L. Johnson
Judith E. Kachurak
Alfred T. Lederman
Bertram C. Lindemann
Elizabeth S. O'Neil
Vito R. Pace
Charles A. Planz
Russell M. Rau
Roger A. Reese
John Russo
Margaret N. Russo
Thomas F. Salopek
Charles R. Schroeder
Dorothea E. Underwood

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